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# KING COUNTY YOUTH SERVICES CENTER

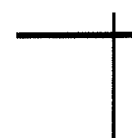


## EXECUTIVE SUMMARY SITE MASTER PLAN PHASE TWO

December 2005

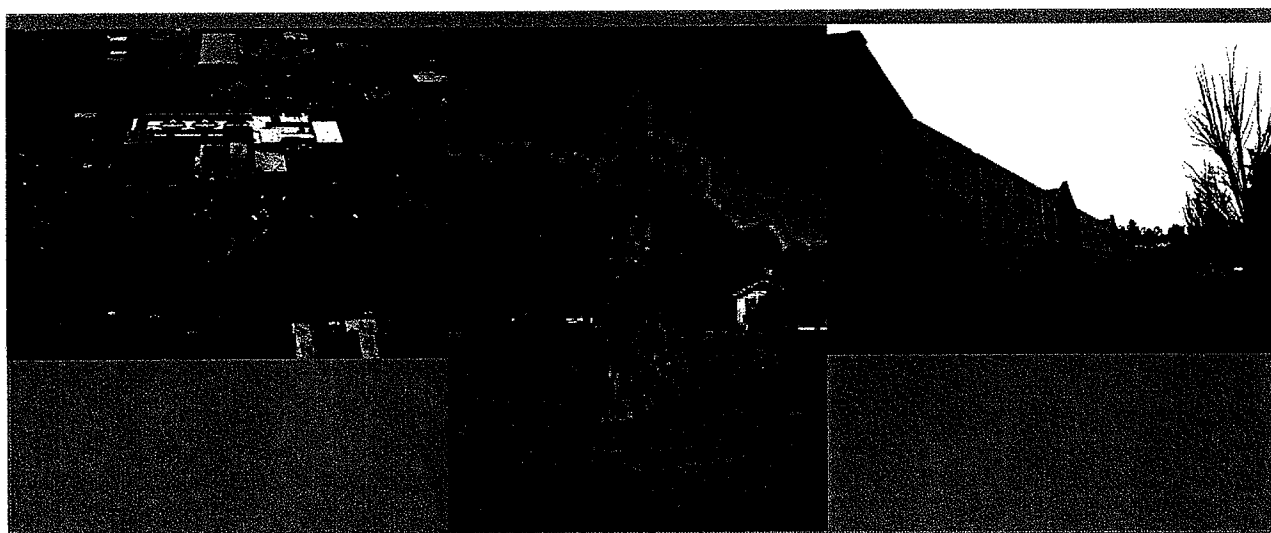
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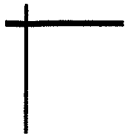
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## INTRODUCTION

King County began a multi-phase Master Planning Process for the King County Youth Services Site in 2002. During Phase One of the planning process stakeholders, including site users and community representatives, generated alternative development ideas for the site based on collective needs and desires. After analyzing the alternatives a potential development scenario was identified. In order to understand the development potential of the generated ideas the community requested that King County conduct a market and feasibility analysis, which is considered Phase Two of the planning process.

About the same time that the consultant, Arai Jackson Ellison Murakami, began Phase Two, the King County Superior Court began a separate Operational Master Plan (OMP) to analyze the potential for a unified family court. That planning process, currently underway, will recommend an operational structure supporting a unified family court model.



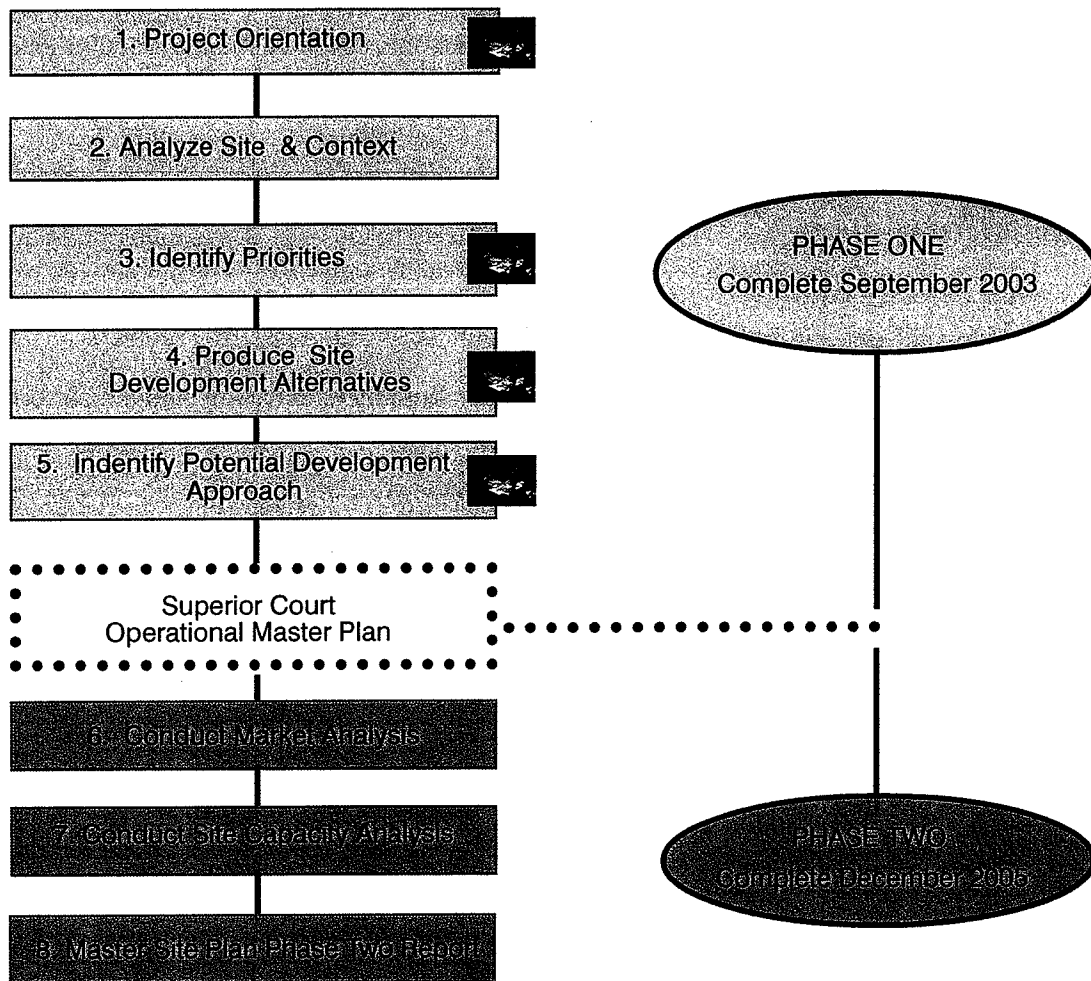
"Spirit of Our Youth" sculpture.

A complete report is available as an addendum to this report. The complete report is a companion to this document and combines the information gathered in Phase One and Phase Two.

All of the information and ideas gathered and generated up to this point will be shared with the team working on the Superior Court Operations Master Plan. Once the OMP is complete the King County Youth Services Site Master Plan will be revised.

# APPROACH

## MAJOR TASKS



= Superior Court & Public Involvement



Figure 1. King County YSC surrounding context - view looking west toward Elliott Bay.

## PHASE ONE OVERVIEW

### NEIGHBORHOOD CONTEXT

The King County Youth Service Center has long served as King County's only juvenile justice center. It co-locates juvenile detention facilities, juvenile courts and related functions on an approximately 10-acre site located on the southwestern edge of Seattle's Central District within the 12<sup>th</sup> Avenue Urban Center Village.

The surrounding Squire Park Neighborhood context is characterized by single family housing to the east and mid-rise multifamily housing to the west. Areas to the north and south of the site are transitioning to a mix of single and multifamily development. The broader context includes major institutions just to the north, west, and east (See Figure 1).

The site is seen both by King County and the surrounding community as an opportunity to absorb changing and growing county facility needs and as a potential development site that can serve as an impetus to spur development in the immediate area. Current community planning efforts designate 12th Avenue as a pedestrian friendly, urban village. Future development on the site should contribute to the community's vision.

## THE SITE

The south portion of the site contains the Youth Detention Facility, Alder Tower, and the Alder Wing. All of the current facilities on the site are the subject of major maintenance concerns and near-term repair or replacement with the exception of the Detention facility.

The north portion of the site is comprised of a large surface parking lot, a picnic area, the "Spirit of Our Youth" sculpture and related open space. Along with the parking area just to the west of the Alder Tower, this portion of the site has the greatest potential to accommodate current and future programmatic needs of the County (See Figures 2 & 3).

In anticipation of future development, the northwest quadrant of the site was rezoned by the city to a more intensive zone, NC3-65, during phase one of the Master Plan study. The southwest quadrant was also recommended by the Master Plan to be similarly rezoned and should be pursued under next steps.

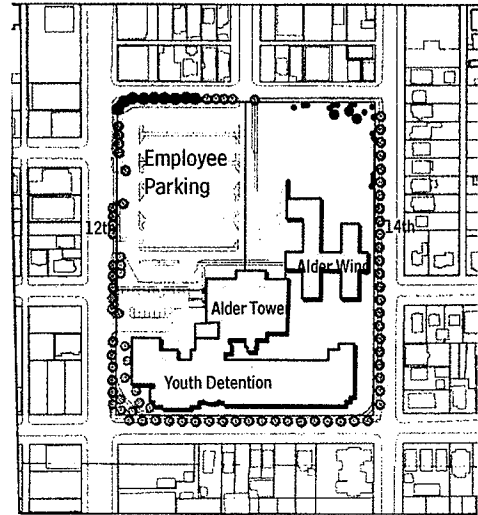


Figure 2. King County Youth Services Center Site.



Figure 3. Existing Site Uses.



Figure 4. Presentation at Community Open House.

### **PLANNING PROCESS**

During the development of the Master Plan, the process worked through three channels. An extensive public involvement process reached out to the community through workshops and open houses (See Figure 4). Regularly scheduled meetings with facility users and charrettes and interviews with Superior Court judges (See Figure 5) enabled hands-on contributions from policy makers. Finally, an Advisory Steering Committee, made up of King County managers, site users, adjacent major institutions representatives, and community members provided on-going overview of the planning as it developed.

### **MASTER PLAN FRAMEWORK**

A Master Plan Framework was developed which identifies essential elements pertinent to the planning process. Plan priorities include King County's goals of highest and best development of the site and minimal impact on current operations and financial viability. The community's goals include compatible economic development, preservation of open space and an enhanced relationship between Youth Services Center operations and community activities.

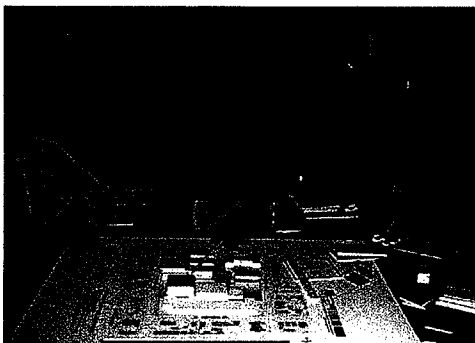


Figure 5. Site Users Planning Charrette.

### **MASTER PLAN ALTERNATIVES**

Initially, four Master Plan Alternatives were developed to explore the opportunities and constraints of the site and program. Major variables included renovating or replacing Alder Tower, varying amounts of structured parking, and alternate access and circulation options. From these a potential development approach emerged. This approach includes potential renovation of Alder Tower or its replacement to the west of the present tower, along 12<sup>th</sup> Avenue; a mixed-use development on the northwest quadrant of the site; preservation and enhancement of open space on the northeast quadrant; and area for King County Youth Services functions to be developed along 14<sup>th</sup> Avenue to the east of the present Alder Tower.

## PHASE TWO

As stated earlier, Phase Two - the market and site capacity analysis, was undertaken to understand the feasibility of the potential development approach identified during Phase One. An attempt was made to understand the market potential for new housing, retail and office space in the area. Additionally, a site capacity analysis helped clarify development potential on the site.

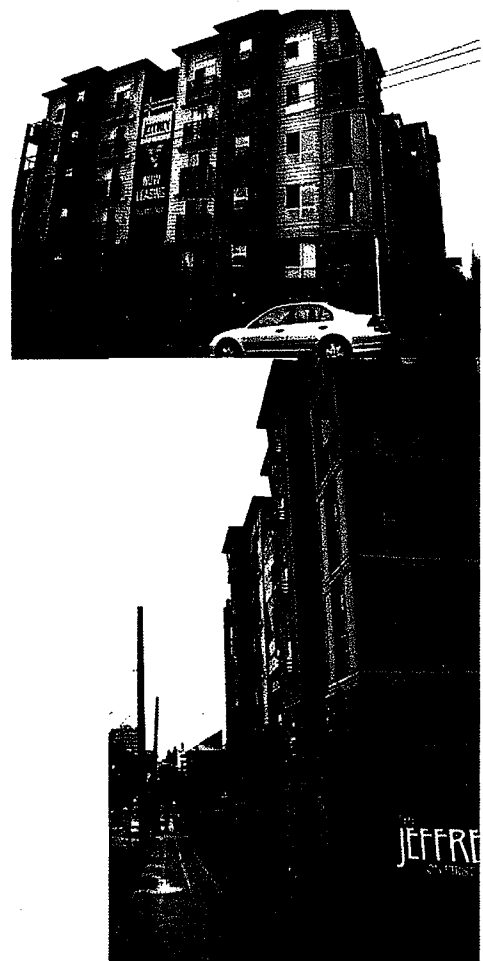
### MARKET ANALYSIS

#### MARKET RATE HOUSING

The Puget Sound apartment vacancy rate has remained about 7% for three years and rents are down 2.5% since their peak. In Central King County, which includes the Squire Park area, market vacancy rates have ranged from a high of 8% in April 2003 to a low of just over 5% in September 2004.

Within a one-mile radius of the site, it is projected that there will be a demand for 1,310 new housing units by 2009 and 4,278 within the next five years for the one mile radius and 856 for the three mile radius. In the area from I-5 to Lake Washington and I-90 to 520 there are only 2,269 units in the permitting process. This will create a shortage of both apartments and condominiums over the next five years.

There are no studios and very few one-bedroom units available in the area. Typical units in apartment developments (See Figures 6 & 7) in the area are one-and two bedroom units with market rents in the \$1.15 to \$2.02 per square foot range. There is a shortage of smaller, newer, more affordable studios and one-bedroom units in the area as well as a demand for larger three-and four-bedroom units. The largest, most expensive two-bedroom units have the most vacancies. Tenants in the area are primarily students, single professionals and young couples without children.



Figures 6 & 7. Market Rate Housing at Jefferson & 11th Avenue "The Jeffrey".



The following table summarizes the product type, product mix, projected tenant/buyer profile, beginning rent range, unit size, and absorption potential.

Unit Mix	Apartment Style	Unit	Secured Parking Spaces (Not Included In rent)	Sq. Ft.	2005 Beginning Rent Range Market Rate	2005 Beginning Rent per Sq. Ft. Range	Tenant Profile
30%	Stacket Flat	Studio	\$75.00	500	\$700-\$900	\$1.40-\$1.80	Young Singles
30%	Stacket Flat	1/1 + computer niche	\$75.00	675	\$900-\$1,100	\$1.33-\$1.63	Young Singles
20%	Stacket Flat	1/1 + den alcove	\$75.00	850	\$1,100-\$1,300	\$1.29-\$1.53	Young Singles
10%	Stacket Flat	2/1	\$75.00	975	\$1,300-\$1,500	\$1.33-\$1.54	Couples No Kids
5%	TH	3/2.5	\$75.00	1,300	\$1,700-\$1,900	\$1.30-\$1.46	Couples with Kids
5%	TH	4/2.5	\$75.00	1,300	\$1,900-2,200	\$1.26-\$1.46	Roommates



Figure 8. New affordable housing units in South Lake Union.

#### ALTERNATIVES TO MARKET RATE APARTMENTS

The possibility of including affordable or workforce housing (See Figure 8) as part of the apartment mix was discussed during the community outreach process. It was not determined whether this alternative will be pursued. However, a brief scan of existing developer incentives in the field of affordable housing yielded the following information.

The city of Seattle has a multi-family property tax exemption program to "encourage the development of multifamily opportunities within the City." The city identifies 17 residential target areas where tax exemption benefits may be applied to qualified projects. The Youth Services Center Site is not fully located in a target area although the southeast corner of the site straddles the boundary of the 23rd Ave & Union/Jackson target area.

The state of Washington also offers a low income housing tax credit program, which can reduce tax liability to property owners and investors who agree to provide low-income housing for up to 40 years.

## **PROJECTED NEW AFFORDABLE AND MARKET HOUSING**

### **Affordable**

HomeSight, a non-profit agency which provides affordable housing choices to citizens below the area median income, purchased from the City the site at the northwest corner of 13<sup>th</sup> Avenue and Columbia Street. The agency is slated to build 19 condominiums, ranging in size from studios to three bedroom units. Prices will range from \$150,000 to \$350,000. Construction is expected to start in February 2006.

### **Market**

Seattle University has a project slated for development between 12<sup>th</sup>, 13<sup>th</sup>, Cherry, and James Court. The project will provide retail space on most of the ground floor with undergraduate student housing on a small portion of the ground floor and in the upper levels.

A new seven-story mixed-use development located at 1408 Union is in the final design review stages with the City. The building is projected to have 117 residential units primarily for sale and four ground floor retail spaces for lease.



Figure 9. Example of Mixed-Use Retail in Belltown.

## RETAIL MARKET ANALYSIS

The retail/commercial market analysis was very broad and general. An email survey was distributed to community leaders to gather opinions about existing commercial developments and desired development in the neighborhood, and existing commercial/retail in the area was identified.

### Community Leader Survey

An email survey was distributed in the spring of 2005 to a small number of community members. Recipients of the survey were located strategically in the neighborhood and own businesses or are community leaders. The purpose of this qualitative survey was to begin to uncover what types of retail/commercial uses the community desires.

Out of the 12 surveys mailed there were 7 responses. In general the respondents were interested in seeing new eating/drinking/dining establishments that are locally owned as opposed to chain stores. Community members are very interested in new development that will help build a unique neighborhood that is a destination and is pedestrian friendly. Several mentioned that the neighborhood is a link between the Central Area, International District and Capitol Hill and want to see new development reflect this unique intersection of different types of neighborhoods.



Figure 10. Existing Mixed-Use Retail on 12th Avenue.

### Existing Retail Snapshot

As a means of understanding the existing mix of retail/commercial development in the neighborhood and surrounding area the consultant surveyed the area to identify existing businesses (See Figures 9 & 10). Due to community interest in obtaining a neighborhood grocery store a quick scan of existing grocery stores in the vicinity of the site are also identified on the retail snapshot map (See Figure 11).

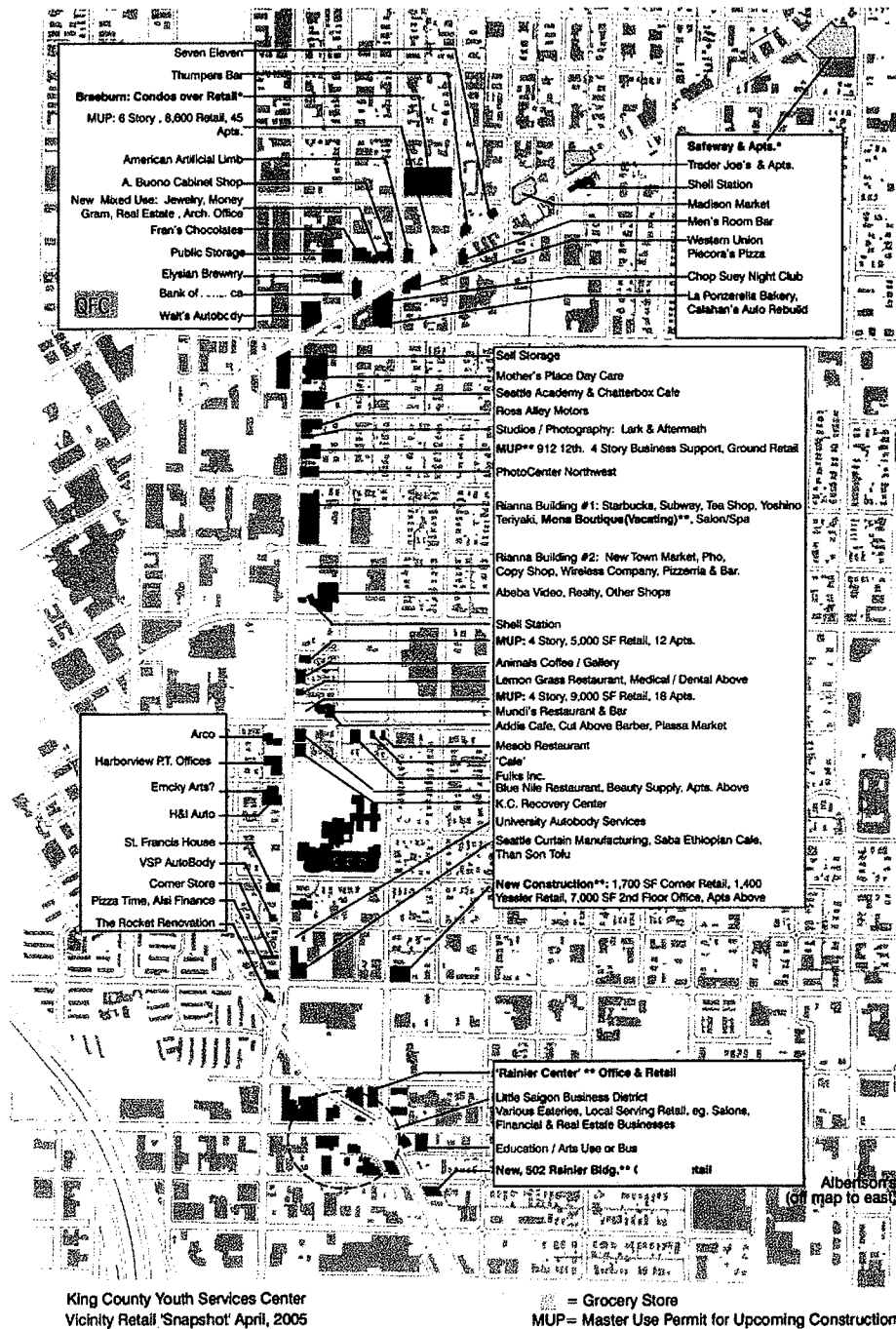


Figure 11. Retail Snapshot



Figure 12. South Lake Union Mixed Use with Office.

### OFFICE MARKET ANALYSIS

In addition to the preliminary retail market analysis informal research was conducted to identify office rental rates in the area. King County leasing records for general county lease rates in the Pioneer Square, Downtown, and First Hill neighborhoods of Seattle are in the range of \$17 to \$26 per square foot per year depending on the age and quality of the building. Several developers in the Central Area were also contacted for lease rates for new or relatively new, class B office space. Lease rates ranged from \$19 to a high of \$24 per square foot, triple net (See Figure 12).

## CAPACITY ANALYSIS

### DEVELOPMENT PARAMETERS

The first step required in the site capacity analysis is documenting the zoning requirements of the site. As outlined earlier the eastern portion of the site is zoned L-3 and the northwest portion of the site is zoned NC3-65. This analysis assumes that the southeast quadrant of the site will be rezoned NC3-65 (See Figure 13) in the near future to support the 12th Avenue Urban Center Village Plan. Therefore, according to the zoning code, development on the eastern site of the site cannot be higher than 30 feet (approximately 3 stories), while the western side of the site can be as high as 65 feet (approximately 5/6 stories). Additionally, there are a required number of parking spaces required per square foot of development and a portion of the site must be dedicated to open space.

Historically (1905) the site consisted of eight small blocks of single family residential and one large block of residential. The King County acquisition of these blocks over time has created one large site consisting of 373,896 square feet, which results in a large capacity for development.

### Basic Assumptions

Although defining the development of the site at this time is not feasible due to the pending Operational Master Plan a set of assumptions were developed in order to frame the potential options. Scenarios include the following assumptions:

- Alder Tower will be demolished and replaced
- Alder Wing will be demolished and may be replaced
- The Detention Facility will be retained (See Figure 14)
- Access to the Sally Port and related functions will be retained
- Parking will be developed on one level, coordinated under all new construction, located below grade along 12<sup>th</sup> Avenue and at grade along 14<sup>th</sup> Avenue
- Parking requirements will follow code for the various types of uses
- Open space will be provided as per code

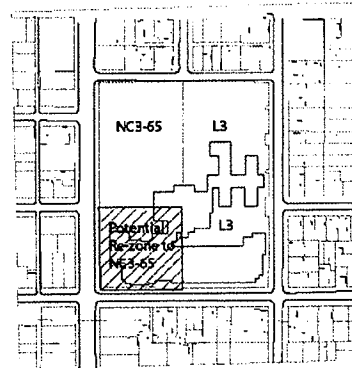


Figure 13. Rezone diagram.



Figure 14. Youth Detention Facility, Spruce Street Frontage.

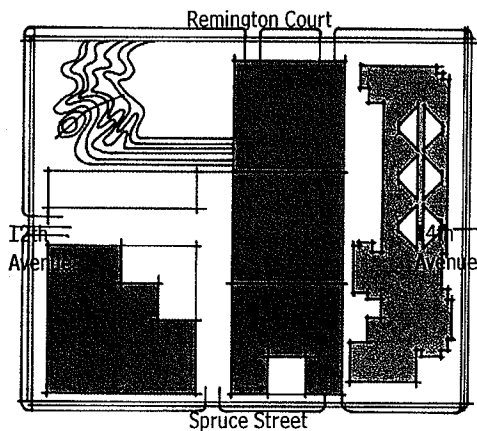


Figure 15. Maximum Development Option.

## DEVELOPMENT OPTIONS

### Maximum Development

Based on the development parameters, the size of the site, and the basic assumptions, the site can hold approximately 555,000 square feet of development, including office and/or housing, retail, the Youth Services Center courts, and related offices (See Figure 15). The maximum level of development requires between 615 and 620 parking spaces. Coincidentally, the number of spaces the site can hold is between 610 and 620 spaces (on one level).

If the site were developed at maximum capacity, which is highly unlikely, traffic impacts are not significant enough to cause a reduction in the Level of Service (LOS) on adjacent streets and at nearby intersections.

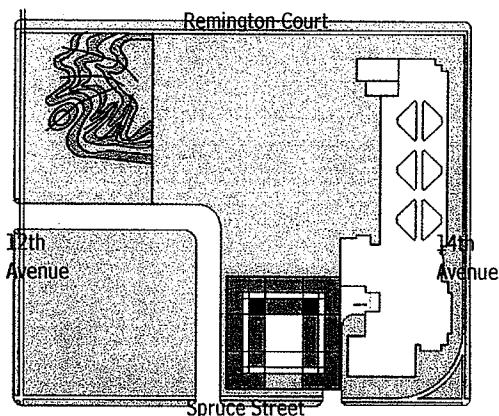


Figure 16. Minimum Development Option.

### Minimum Development

Minimum development on the site assumes that functions currently housed in Alder Tower and Alder Wing will move to a new five story office building immediately to the west of the present tower. The capacity (137,770 square feet) of the office space in the new building is considerably above the existing (94,000 square feet) capacity in the tower and wing combined and therefore allows for expansion or new uses (See Figure 16). The number of parking spaces required for this size development is 138 and can be accommodated on the surface behind the new building or below grade.

### Alternative Development Options

There is a wide variety of development configurations possible on the site that could include YSC functions, office, retail, housing, and open space. Due to the planning process underway for the Operational Master Plan, the needs of King County for this site have yet to be solidified. However, the County is aware that the community is very interested in seeing a mixed-use development on the site at the corner of 12<sup>th</sup> and Remington. Therefore, a variety of configurations were studied for the northwest portion of the site. Each development builds out to the street along 12<sup>th</sup> Avenue, as desired by the 12<sup>th</sup> Avenue plan. The scenarios assume retail at the ground floor with various combinations of office and housing above. Depending on the mix of uses the building capacity averages 260,000 square feet and requires an average of 350 parking stalls. The diagram represents only one possibility and does not represent any final recommendation (See Figure 17).

In order to understand the scale of development that is feasible on the northwest portion of the site, included on the next page are three examples of local developments that reflect the scale permitted on the King County site.

As stated earlier the site is quite large at 8.58 acres and has a high capacity for development. One new five story building could accommodate all the current functions now currently housed in Alder Tower and Alder Wing. The northwest portion of the site could accommodate a variety of configurations including housing, office space and retail. There are a number of solutions for development on the site that potentially can accommodate neighborhood desires and the Superior Court needs. The work undertaken by the community and administration up to this point provides a solid baseline of information that is being utilized during the Operational Master Planning process.

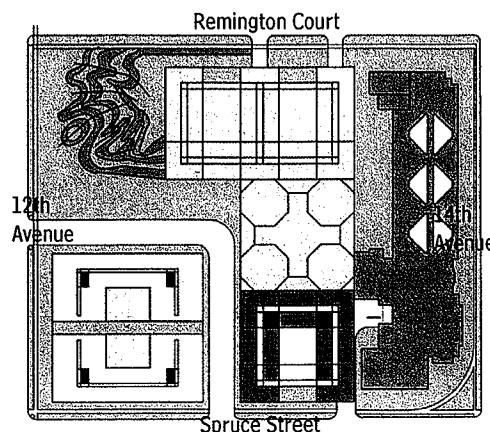


Figure 17. One Alternative Development Option.





### MIXED-USE EXAMPLES

As a means of illustrating a few different ways a mixed-use development might look, to the left are three examples of developments that are most similar in size and scale to the types of development which are allowed in a neighborhood commercial zone.

The Sidney is a six story development with retail/commercial on the ground floor with apartment above. The Green Lake has commercial/retail on the ground floor with five stories of condominiums above. An example of a development with retail/commercial on the ground floor and office above is located at 307 Westlake.





## NEXT STEPS

The Youth Services Site Master Plan outlines development opportunities for the King County Youth Services Center. Based on the analysis herewith, the site can accommodate a sophisticated vision for institutional and neighborhood development including:

- Enhanced facilities for Superior Court
- New mixed-use facility serving business and community needs
- Open space
- Parking
- Long Term Growth Potential

This plan provides a foundation for future work. Further analyses and work will continue during 2006 as the County proceeds with the following work items;

### **New Mixed Use Facility Development**

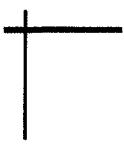
The Facilities Management Division will continue to time-test the marketplace for development of a mixed-use facility. Final decisions on the long range plans for the institution will facilitate decisions on the type of mixed-use facility that could be supported on the campus. Other variables, such as parking location and financing options will continue to be explored.

### **Institutional Long Range Capital Improvement Plan**

The King County Facilities Management Division will develop a long-range capital improvement plan to address the major maintenance issues. That plan will consider a life-cycle cost analysis of the current facility and options for repair or replacement. In support of this work the process to change the existing zoning will begin. Beyond the immediate facility needs the Superior Court Master Plan, once complete, will inform further institutional development on the site

### **Superior Court - Targeted Operational Master Plan**

The King County Superior Court has begun a master planning effort to develop a strategic operational plan around the vision of a unified family court. The 2005 King County adopted annual budget, ordinance 15083, sections 14 and 28, directs the Superior Court and the Office of Management and Budget to review the operations and potential facilities needs for the Court's juvenile, family law and supporting therapeutic courts.



This process will evaluate alternatives for the delivery of justice services to children and families in King County. The plan will examine existing programs, services, staffing levels, work flow processes, use of technology, and partnerships between the Court and other agencies. It will consider how best to deliver an array of services to children and families given the evolving community needs and demographics. Ultimately, the plan will make recommendation on a future direction for the delivery of justice services to children and families in King County. This process will extend through May 2006 and encompass the following milestone tasks:

- Assess current baseline activities and existing facilities
- Include stakeholder feedback process
- Develop projected caseload and demographics
- Identify potential operational and facility needs
- Complete operational analysis
- Develop options based on current business processes, stakeholder feedback and potential improvements
- Select and recommend options
- Make recommendations to the Executive and the King County Council.

#### **Ongoing Stakeholder Involvement**

This report will be shared with the King County Superior Courts and King County Council, as well as the Squire Park neighborhood. It will be used to inform the ongoing operational master planning effort. Continued stakeholder involvement which includes the King County Council; King County Departments; King County Superior Courts, neighborhood representatives and City of Seattle Officials will continue through the Superior Court Master planning process and the Facilities Management Division CIP planning process.

